

DEPARTMENT OF TRANSPORTATION STATE OF WISCONSIN

BIENNIAL REPORT 2003-2005





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Transmittal Memo

Report of the Secretary Wisconsin Department of Transportation

October 15, 2005

To: The Honorable Jim Doyle, Governor of Wisconsin The members of the Wisconsin State Legislature The people of the state of Wisconsin

I am pleased to present to you the 2003-05 biennial report for the Wisconsin Department of Transportation (WisDOT). This report reviews the operations and performance of the department over the past two years and describes WisDOT's goals and objectives for the next biennium.

WisDOT's ongoing mission is to provide leadership in the development of a safe and efficient transportation system. In the past two years, this department has sustained and developed a wide range of transportation programs and services to support the economy for years to come, from massive efforts like the Marquette Interchange Project to bicycle and pedestrian paths in any number of rural communities.

The department's vision is of dedicated people creating transportation solutions through innovation and exceptional service. In the past two years, WisDOT has continued to streamline its workforce and seek out more efficient ways to deliver our products and services to the public. Our efforts have resulted in a reorganization of the department that allows our staff to focus on fulfilling our mission while making our administration more efficient.

This biennial report highlights many of our accomplishments over the last two years as well as our goals for the future. It also provides a glimpse into the new organizational structure for the agency with the new points of contact identified. Inquiries and comments are welcome, and I encourage all Wisconsin citizens to take advantage of the many opportunities to become involved in WisDOT programs and projects in their communities.

Frank J. Busalacchi

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Secretary

Department of Transportation

WisDOT's Strategic Directions (Revised 2004-05)

Mission

Provide leadership in the development and operation of a safe and efficient transportation system.

Vision

Dedicated people creating transportation solutions through innovation and exceptional service.

Values

Accountability – Being individually and collectively responsible for the impact of our actions on resources, the people we serve, and each other.

Attitude – Being positive, supportive and proactive in our words and actions.

Communication – Creating a culture in which people listen and information is shared openly, clearly, and timely – both internally and externally.

Excellence – Providing quality products and services that exceed our customers' expectations by being professional and the best in all we do.

Improvement – Finding innovative and visionary ways to provide better products and services and measure our success.

Integrity – Building trust and confidence in all our relationships through honesty, commitment and the courage to do what is right.

Respect – Creating a culture where we recognize and value the uniqueness of all our customers and each member of our diverse organization through tolerance, compassion, care and courtesy to all.

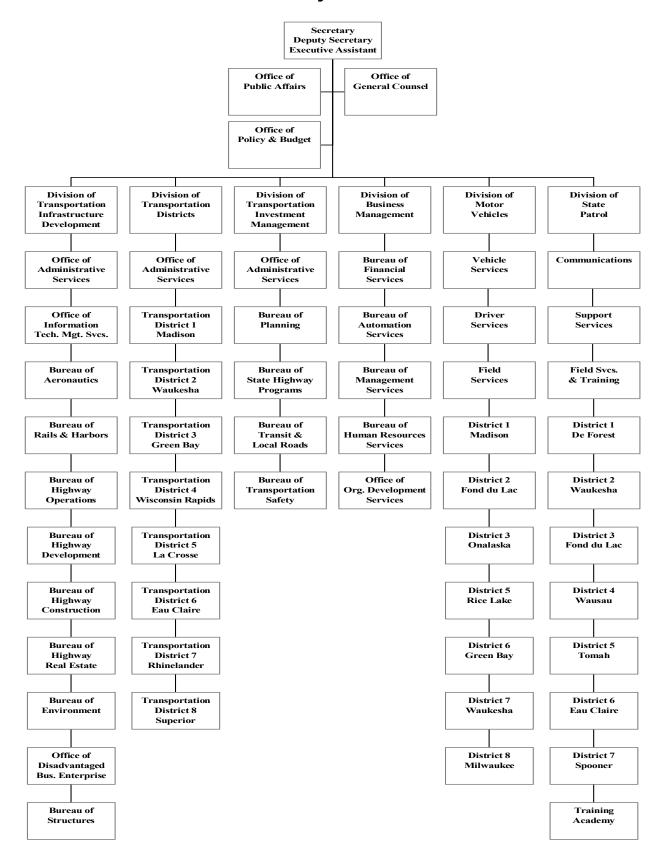
Teamwork – Creating lasting partnerships, both inside and outside the organization. Maintaining and strengthening those relationships as we work together to identify and achieve mutual goals.

From these eight core values five emphasis areas were chosen to guide business planning in each of the divisions. These emphasis areas are 1) maintain a quality workforce, 2) anticipate and meet our customers' needs, 3) increase efficiency, 4) promote transportation safety, and 5) create economic opportunities.

Organization of Report

In late fiscal year 2005, WisDOT underwent a major departmental reorganization. This report is organized in sections to reflect the changes that occurred within the department in the 2003-05 biennium. The first section delineates the 2003-05 performance of the department based on the organizational structure in place at the beginning of the biennium, July 2003. The second section is a brief explanation of the changes that were implemented in the reorganization proposal approved in March 2005, and the third section reflects the anticipated 2005-07 goals under the new organizational structure.

WisDOT Organizational Structure July 2003



Office and Division Reports

Executive Offices

The department Secretary plans, directs, coordinates, and executes the statutory assignments of the Wisconsin Department of Transportation, making departmental appointments according to state law. The Secretary is the Governor's designated highway safety representative and gubernatorial secretary of the Mississippi River Parkway Commission.

The Office of the Secretary provides overall direction to WisDOT's programs, with the goal of providing adequate, efficient, and environmentally sound movement of goods and people. The Secretary submits WisDOT's budget to the Governor, directs the legislative program and develops long-range plans for transportation development and maintenance.

The Office of General Counsel (OGC) provides legal advice, counsel, and assistance to the Secretary and divisions of WisDOT. OGC coordinates legal affairs with the Governor's Office, the Department of Justice, the Department of Administration and other local, state, and federal offices. OGC researches and prepares legal opinions and administrative rules, researches and drafts proposed legislation, and assists the Secretary's Office in identifying needs and formulating the department's legislative program.

The Office of Public Affairs (OPA) provides a wide range of public education and communications services, including

overseeing the planning of statewide public involvement programs, news conferences and public information meetings to announce and explain WisDOT's programs and policies. OPA assists the Secretary's Office in communicating positions on key state and federal policy, planning and budget initiatives. It coordinates transportation-related public appearances and events by the Governor and Secretary; provides media and public relations support to the divisions; and disseminates information to the public through a variety of means.

The Office of Policy, Budget and Finance (OPBF) analyzes policy, financial and management issues for the Secretary's Office and all of WisDOT's divisions. OPBF coordinates the development of the department's biennial and operating budgets and manages the Transportation Fund and transportation revenue bonding for the major highway program. The office is responsible for monitoring and analyzing the fiscal and programmatic impacts of federal legislation on Wisconsin's transportation system and programs. OPBF also provides general and managerial accounting services and oversight; federal grant administration oversight; department-wide financial and data collection and control strategies; and internal program and fiscal review, including charging policy implementation. Prior to the reorganization, this office was called the Office of Policy and Budget.

Division of Transportation Investment Management

The mission of the Division of Transportation Investment Management (DTIM) is to plan and program the use of resources to achieve a safe, effective and efficient inter-modal transportation system. DTIM is committed to fostering internal and external partnerships, increasing efficiencies, and improving transportation safety.

2003-2005 Performance

Long-Range State Transportation Plan. Work is underway in the development of Connections 2030, the new long-range transportation plan. Major outreach to stakeholders and the state's largest cities resulted in the identification of issues that are being analyzed for possible policy changes.

Metropolitan Studies. The division assisted the state's Metropolitan Planning Organizations in comprehensive updates of long-range transportation plans for 15 metropolitan areas, including travel-modeling assistance for alternatives development. The division also assisted local governments in the analysis of potential commuter rail services in Dane County and between Milwaukee and Kenosha.

Transportation Economic Assistance Program. The Transportation Economic Assistance (TEA) Grant Program provides financial assistance to communities for road, rail, harbor, or airport improvements in order to attract an employer to Wisconsin or encourage a state employer to expand in the state. During this biennium, \$9.4 million in TEA funds were awarded to 30 communities creating 5,344 direct and indirect jobs and retaining 1,200 jobs that might have been eliminated or transferred to another state.

Rail-Highway Crossing. Rail crossing improvements were initiated on 137 projects at a total cost of \$19.8 million.

Delivery of Transit Dollars. Over \$197.4 million in state operating assistance and \$30.7 million in earmarked discretionary federal capital funds were provided to 60 bus and shared-ride taxi systems. In addition, the Specialized Transportation Assistance Program for Counties provided \$16.5 million to support 7.8 million trips for the elderly and disabled. Under the Elderly and Disabled Capital Assistance Program, 160 vans and buses were purchased for \$5.1 million in state and federal funds.

Freight Rail and Harbor Assistance
Programs. Six grants were awarded
totaling \$7.9 million for rehabilitation on five
rail lines and the purchase of a line. The
Freight Railroad Infrastructure Improvement
Program awarded \$11 million in loans to
one railroad and ten shippers. The Harbor
Assistance Program awarded six grants
totaling \$5.2 million to five communities.

Wisconsin Employment Transportation Assistance Program (WETAP). WETAP, a jointly administered program with the Department of Workforce Development, connects low-income workers with employers and helps employers access workers. In fiscal year 2004, over 236,000 rides were generated through 42 projects, which received \$5.9 million in WETAP funds (data for fiscal year 2005 was not available at time of publication of this report).

Major Airport Projects. A total of \$152 million of work at 80 airports was completed in the biennium, a slight decrease in funding from the previous biennium. Nine major projects were completed, including runway and taxiway reconstruction projects at Central Wisconsin Airport in Mosinee, La Crosse Municipal Airport in La Crosse, and Waukesha County Airport in Waukesha. In

addition, air traffic control tower construction took place at Wittman Regional Airport in Oshkosh and Chippewa Valley Regional Airport in Eau Claire. In total, 107 new construction and procurement projects were completed this biennium at 80 airports.

Division of Transportation Infrastructure Development

The Division of Transportation Infrastructure Development's (DTID) mission was to ensure the development of safe operation of Wisconsin's airports, harbors, highways, and railroads. The division developed and implemented effective processes, policies and standards, provided specialized expertise, and performed centralized production activities.

In March 2005, the Bureaus of Aeronautics and Rails and Harbors were relocated via a reorganization from DTID to the Division of Transportation Investment Management. To review the 2003-2005 performance of the aeronautics and railroads and harbors programs, refer to the DTIM 2003-2005 performance section.

2003-2005 Performance

Disadvantaged Business Enterprise (DBE) Program Implementation. Created and implemented a system for tracking actual payments to DBE firms to comply with various business and labor reporting requirements and to assist with goal planning. Continued implementation of the Wisconsin Unified Certification Program for firms. Set meaningful DBE goals and involved DBE firms in all phases of the Marquette Interchange Project. WisDOT was highly successful in creating opportunities for disadvantaged business firms on the Marquette Interchange Project. In FY 2004 alone, WisDOT awarded almost \$37 million to DBE contractors and subcontractors, a 25% share.

Electronic Bidding Document

Distribution. Developed the ability for contractors, suppliers, and the general public to view, download, and purchase contract-bidding documents on-line. This self-service process allows 24/7 availability to these bidding documents and greatly reduces WisDOT staffing requirements and

costs needed to perform the non-electronic distribution process.

Developed a Critical Bridges and Structures Vulnerability Assessment.

Over 14,000 state trunk highway bridges and structures were reduced to a list of 74 most critical structures, and then prioritized into three tiers of criticality/vulnerability through the use of the Highway Structures Information system. Bureau of Structures staff completed the vulnerability assessments and required written assessment reports on all first tier structures. The remaining critical structures are in the process of evaluation. Enhancements have been recommended for this first tier and will be implemented as funding allows.

Established a WisDOT Security

Committee. Set policy, enacted security procedures, and provided employees with security updates, and took other security-related precautions including: appointed division security representatives; established security teams to implement security measures at WisDOT facilities; instituted mandatory photo IDs for all WisDOT employees and contractors; required all WisDOT-owned and leased facilities to develop a Building Action Plan; and, established a WisDOT emergency "hotline" telephone and a security website to disseminate security alerts and provide current security information.

Implemented Computer Based Training Program for Road Weather Information Systems and Anti-Icing Applications.

Began field use of new training tools to improve winter service. The American Association of State Highway and Transportation Officials (AASHTO) and the Snow and Ice Pooled Fund Cooperative Program (SICOP) have jointly issued a computer based training program on weather forecast information, roadway

weather information systems (RWIS), and anti-icing applications. WisDOT Winter operations staff assisted with the development of the software beginning in 2001. The seven-lesson program has been made available to county highway departments and WisDOT district operations staff members for training of new personnel and annual winter maintenance refresher training.

Division of Transportation Districts

The Division of Transportation Districts (DTD) staff managed the development and operations of 12,000 miles of state highways and participated in the development and management of local road and all-mode transportation projects. Additionally, DTD represented the department in local and regional all-mode transportation issues and planning; represented local and regional needs in departmental processes; and developed the six-year state highway program.

2003-2005 Performance

Marquette Interchange. All major contracts for the interchange were awarded. The final two contracts, South Leg and Core, were awarded in August 2005 and work will commence in October. The projects were let on schedule and within projected budgets.

Work on the North Leg progresses with the southbound roadway nearing completion. The Wells Street and State Street bridges have been completely rebuilt and traffic returned to these streets. The Kilbourn Tunnel entrance has been rebuilt and reopened providing access to downtown from northbound I-43.

The West Leg project is nearing completion with the new system ramp from I-43 to I-94 expected to open in December 2005.

Stillwater Bridge. Reached preliminary agreement with the Federal Highway

Administration and Minnesota Department of Transportation after 18 months of work on many key issues for the St. Croix River Crossing (Stillwater Bridge). Publication of the Record of Decision is expected in January 2006. Construction of a new river crossing is currently scheduled to begin in 2009.

Service to the Public. State, federal, and local investments in Wisconsin highway construction and maintenance from the 2003-05 budget totaled \$1.8 billion.

Tribal Relationships. Enhanced tribal relationships. Attended the statewide tribal transportation conference and the annual tribal safety conference. Prepared a tribal guide to federally funded transportation programs that was shared with all 11 tribes within the state of Wisconsin. Assisted with transit issues.

Project Management. Completed the development and launch of an application to consistently load all state highway projects with a schedule, cost, and delivery budget. The application will improve the efficiency and management of project delivery.

Safety and Crash Analysis. Increased the sophistication of crash mapping, using software to quickly attach callouts to each point summarizing how many crashes occurred at each point, how many were injuries, fatalities and how many were of each of the major collision types (rear, side swipe, head on, and angle).

Division of Business Management

The Division of Business Management (DBM) provides services for other divisions in WisDOT. The Bureau of Financial Services oversaw development and operation of the departmental financial management system, payroll and fringe benefits; as well as external auditing of consultants, transit systems, and utilities.

The Bureau of Automation Services managed data processing programs, telecommunication programs, and information systems development for the department.

The Bureau of Management Services was responsible for facility, fleet, safety, purchasing, and other services to WisDOT employees and programs.

The Bureau of Human Resource Services was responsible for personnel services, training, employment relations, employee assistance, and oversight of the affirmative action programs.

The Office of Organizational Development Services (OODS) was responsible for strategic/business planning, performance measures, management development training, process improvement, and business reengineering and customer surveys.

2003-2005 Performance

Reorganization Implementation. DBM was responsible for the implementation of the department's reorganization in fiscal year 2005. This task included managing the functional coordination of facilities, fleet, forms, library, purchasing, records

preservation, risk management, telecommunications and Web services; communicating with all employees regarding transfers and classification changes; and assisting in providing critical position opportunities for employees designated as at risk due to functions being eliminated in the reorganization. Other responsibilities included maintaining a smooth transition of all information technology (IT) operations, technology applications and personnel security programs; and planning and coordinating space modifications for physical moves due to the restructuring of the department.

Risk Management. The division utilized an Owner Controlled Insurance Program (OCIP) for the Marquette Interchange project. Under this new program, WisDOT provides liability and worker's compensation insurance for all contractors on the project, mandates safety training and testing, employs full-time on-site safety personnel, and penalizes contractors for safety violations. This effort is expected to save WisDOT \$3-4 million, while improving safety to both the workers and the traveling public.

Facility Management - Capital Projects.

The division completed work on the following capital projects: new regional office building in Rhinelander; Green Bay regional office building addition and renovation; renovations at the Sheboygan and Wausau Division of Motor Vehicles (DMV) customer service centers; renovation of the State Patrol headquarters in Tomah; and State Patrol communications network updates in Brussels, De Pere, New Lakewood and Mauthe Lake.

Division of Motor Vehicles

The Division of Motor Vehicles provides vehicle registration and titling services; driver examination and licensing; dealer regulation and licensing; services to motor carrier operators; commercial driving school regulation and consumer protection services. DMV handles the registration of over 5 million vehicles and licenses 3.9 million drivers. DMV maintains a Customer Satisfaction Index (CSI) to measure customer satisfaction with telephone, inperson, mail, and electronic services.

2003-2005 Performance

DMV Redesign. Merged the driver and vehicle customer databases (9+ million records) into a single relational database.

DMV completed work on vehicle systems including Title/Registration Issuance, Plate Inventory, connection to National Motor Vehicle Title Information System (NMVTIS), Lien Management, Vehicle Renewal with daily expiration, Parking Violation, Vehicle Inspection Maintenance, redesigned interface with 3rd Party Vendors and Webbased record inquiry.

The division implemented the Wisconsin Traffic and Criminal Software (TraCS) suite (e-crash forms, e-citation, e-warning, alcohol report forms, and municipal citation) and successfully piloted the electronic transfer of data from law enforcement agencies to DMV databases.

Automated systems now provide selfservice alternatives to the Motor Carrier industry for their insurance filings (2005), International Registration Plan credentials (2004), oversize/overweight permit routing (2004-05), and International Fuel Tax payments (2004).

DMV completed the ARREST system: five driver and state patrol systems related to Operating While Intoxicated Arrests –

including electronic transfer of data from assessment agencies and technical colleges, and from the Wisconsin State Lab of Hygiene into WisDOT databases.

The division implemented a series of Web applications including an application for municipal courts to key data or transfer files that automatically update the driver record for court orders; on-line customer inquiry of driver license status, demerit points, occupational eligibility, and insurance filing requirements; ordering of citation books or e-citation numbers and providing reports to law enforcement for citation tracking.

Implementation of State and Federal Legislation:

USA Patriot Act of 2001. DMV implemented restrictions on issuance and renewals for hazardous materials endorsement of the Commercial Driver License (CDL), including contracting with a third-party for the collection of fingerprints for federal background investigations of applicants for original and renewal of hazardous materials endorsement.

Motor Carrier Safety Improvement Act (MCSIA) of 1999. The division completed the required program changes that broaden Commercial Driver License disqualifications for serious traffic offenses, including those committed in the driver's non-commercial vehicle, and eliminated the CDL Occupational License in Wisconsin.

Social Security On-Line Verification (SSOLV). DMV revised the driver license issuance system to include electronic verification of applicant social security number with data maintained by the Social Security Administration.

Act 280 Background Checks for School Bus Drivers. The division modified the existing criminal history requirements for

school bus/van drivers and imposes additional requirements for the initial issuance or renewal of a school bus endorsement.

Efficiencies and Administrative Improvements:

- Negotiated a new digital driver license/photo identification (ID) card contract resulting in the implementation of a more secure product at a lower cost.
- Implemented changes in the Internet based automated road test scheduling system (ARTS) to be more customerfriendly.
- Through a collaborative effort with other state agencies, replaced the existing telephone system with new Web-based technology residing on each employee's desk.
- Closed the Milwaukee Phone Center, consolidating all customer telephone service at the Hill Farms State Transportation Building.
- Published DMV privacy statement, new internal fraud reporting policy, and implemented criminal background check requirement for all new employees. Stricter requirements established for access to DMV data through uniform DMV data access/use contracts.
- In 2004 DMV produced 11,998,585 products in 1,375,697 staff hours (8.72 products per staff hour) compared to 9,462,736 products in 1,735,944 staff hours (5.45 products per staff hour) in 1991.
- In 2004 for every dollar spent on the operation of DMV the Transportation Fund received a return of \$5.57 in revenue compared to \$3.53 in 1991.

Division of State Patrol

The Division of State Patrol (DSP) promotes highway and public safety by providing and supporting professional, competent, and compassionate law enforcement and traffic safety services.

In addition to statewide law enforcement, the State Patrol's public safety services include mobile voice and data communications for more than 165 agencies, training and equipment for alcohol testing of drivers, research, funding and outreach for traffic safety programs, and training staff and facilities at the State Patrol Academy.

2003-2005 Performance

Highway Safety and Law

Enforcement. Through intensified enforcement and effective traffic safety education, the State Patrol helped reduce fatalities and serious injuries from traffic crashes. In 2004, there were 784 traffic fatalities compared with 836 in 2003. The number of people injured also decreased from 56,882 to 55,258. Seat belt use reached an all-time high for Wisconsin in 2005 with 73.3% of vehicle occupants buckling up.

In 2003, the Bureau of Transportation Safety (BOTS) became a part of the State Patrol in order to facilitate better coordination and effectiveness of highway safety programs. In partnership with the National Highway Traffic Safety Administration and law enforcement agencies throughout the state, BOTS organized successful mobilizations backed by extensive public education messages in the media to increase safety belt use and decrease alcoholimpaired driving. More than 200 agencies around the state participated in the "Click It or Ticket" and the "You Drink and Drive. You Lose" mobilizations in 2005.

State Patrol also played a major role in traffic control and security for an unprecedented number of visits by candidates during the presidential election in 2004. For the PGA Championship in August 2004 near Kohler, State Patrol led the efforts to efficiently move an estimated 25,000 to 30,000 extra vehicles per day traveling to the championship at the remote Whistling Straits course.

To combat transportation of illegal drugs and other unlawful activity in Wisconsin, the State Patrol re-emphasized training and enforcement efforts focused on highway criminal interdiction. While reinvigorating its highway criminal interdiction initiatives, the State Patrol also maintained its traffic enforcement efforts statewide. In CY 2004, the State Patrol made approximately 373,000 traffic stops (up 5,000 from the previous vear), issued about 104,000 speed citations (up 12,000 from the previous year), made approximately 3,400 drunk driving arrests, issued about 2,700 safety belt citations and investigated approximately 6,800 crashes.

Academy. The Academy's training and in-service programs accommodated 3,301 and 3,245 students respectively. The law enforcement programs included officers from the State Patrol but were also heavily attended by other municipal, county, state, and federal agencies. The State Patrol also administered the federally funded Police Corps Program in 2004. The federal government ended funding for the Police Corps Program in 2005.

Law Enforcement Pursuit Data Collection. Approximately 40% of agencies file pursuit reports, some indicating they were not involved in any pursuits during the year.

	Total			Average	Average	Vehicles		
Year	Pursuits	Reason	Outcome	speed	distance	w/Damage	Injuries	Deaths
2003	1025	655 traffic offense 272 criminal offense 60 warrants/wanted 38 other	680 apprehended 265 terminated 64 eluded 16 other	70.35 MPH	5.81 miles	202	54	6
2004	1024	679 traffic offense 253 criminal offense 50 other 42 warrants/wanted	726 apprehended 233 terminated 50 eluded 15 other	69.68 MPH	3.39 miles	264	51	3

Motor Carrier Safety and Enforcement.

The Motor Carrier Safety Assistance Program (MCSAP) made substantial advancements in its commercial vehicle and driver highway safety program. Six newly hired civilian safety investigators teamed with six State Patrol inspectors to conduct nearly 400 Compliance Reviews and 800 New Entrant Safety Audits in 2004. To enhance inspection data timeliness and accuracy, the national software program, ASPEN, was implemented statewide. ASPEN provides uniformity in the quality and completeness of data nationwide and provides ease of data entry and quick transfer of more than 40,000 safety inspections in Wisconsin to the Federal Motor Carrier Safety Administration.

The Size and Weight Program ensures that commercial vehicles operate within permitted limitations. During 2004, inspectors completed 9,854 mobile and 15,839 fixed motor carrier incident reports. In addition, approximately 1,227,000 trucks were weighed, and another half a million vehicles were screened at the Hudson and Menomonie facilities through Pre-Pass. Pre-Pass is an electronic pre-clearance network that allows participating transponder equipped commercial vehicles to bypass designated weigh stations. This technology increases efficiencies for the trucking industry and enforcement alike and improves safety for all highway users. In October 2003, the new \$6.7 million

Kenosha Safety and Weight Enforcement Facility opened on I-94 near the Illinois-Wisconsin border.

Mobile Data Communications Network (MDCN). State Patrol continued

improvements in the MDCN, which is now used by more than 165 local, state, tribal and federal agencies for voice and data communications. Six radio communications tower sites were constructed to replace undersized and over-loaded towers and buildings. Two gap filler base stations were added to improve voice and data communications in areas that were difficult to reach. A new generation of Internet Protocol base stations was deployed in two of the five State Patrol regions. As part of the department's re-organization of geographic regions, State Patrol retooled its wireless communications systems for its five regions with seven posts.

For greater efficiency and officer safety, a new personal communications system, which includes a door activation switch, was developed and tested. To promote communications interoperability planning among law enforcement organizations, State Patrol facilitated meetings across the state attended by more than 150 local, county and state agencies. In addition, State Patrol set up communications infrastructure for the PGA Championship near Kohler in August 2004.

WisDOT Reorganization

During the 2003-05 biennium, WisDOT underwent several organizational changes one of which significantly restructured department operations. In August 2003, the Bureau of Equity and Environmental Services was created in the Division of Transportation Infrastructure Development. This reorganization combined the Office of Disadvantaged Business Enterprise Programs and the Bureau of Environment along with the affirmative action and equal employment opportunities, labor compliance, land use, and air quality sections into one bureau. This change was made to ensure the needs and emerging challenges related to civil rights, socioeconomic, community, and environmental impacts of transportation decisions were properly addressed.

In September 2003, the Bureau of Transportation Safety was relocated from the Division of Transportation Investment Management to the Division of State Patrol. This consolidated and streamlined efforts to promote transportation safety, ensure efficient use of limited traffic safety resources, and focus leadership of the highway safety program.

The final and most significant change to the department's organizational structure began in November 2004 in response to Governor Doyle's budget goals for the 2005-07 biennium - including increased efficiency in the delivery of services by state agencies. A thorough organizational review of the department identified redundancies and opportunities for organizational streamlining and improved fiscal control and management of business functions. A reorganization proposal was prepared and submitted to the Department of Administration for consideration. The plan was approved by Governor Doyle in March 2005.

In general, the reorganization allowed the department to increase responsiveness and accountability to our customers; downsize management; reduce the number of divisions, bureaus and sections; improve coordination between field, central and division offices; and improve fiscal management and control.

Key components of WisDOT's reorganization included:

- Restructuring of the department from six divisions into five by combining the Division of Transportation Districts and Division of Transportation Infrastructure Development into one division called the Division of Transportation System Development (DTSD).
- Reallocating programs between divisions, primarily between the new DTSD and Division of Transportation Investment Management (DTIM). The rail, harbors and aeronautics programs were moved to DTIM to create a stronger multi-modal focus. Program shifts also occurred among the other divisions to more logically align business functions.
- Restructuring of the department's field operations into five regions with consistent boundaries for all divisions, allowing for shared administrative services and some flattening of the management structure.
- Consolidating field and central office operations where feasible to eliminate redundancies and pave the way for more efficient, consistent delivery of programs.
- Moving the department's core financial functions to a reorganized Office of Policy, Budget and Finance, with consultant contracting and auditing consolidated into DTIM.
- Consolidating information technology resources to allow for a better alignment with departmental priorities.

Of the four Executive Offices, only the Office of Policy and Budget was affected by the reorganization. Business functions were moved from the Division of Business Management to the Office of Policy and Budget to centralize control over the department's finances and consolidate expertise on department budget and financial issues. In addition, a section was added to provide internal program evaluation and develop strategies for better financial and data collection and control. The office was renamed the Office of Policy, Budget and Finance. OPBF consists of four sections: Federal Relations; Budget and Policy Development; Financial Management; and Financial Responsibility.

The formation of the new Division of Transportation System Development (DTSD) provides better functional alignment and coordination between central office and the regions; uniform statewide direction in planning, design, and construction phases of project delivery; and administrative and operational efficiencies statewide by reducing the district structure from eight districts to five regions. The division consists of the Bureaus of Project Development; Technical Services; Structures: Highway Operations; and Equity and Environmental Services; the Office of Budget and Planning; and the five region offices.

The reorganization of the Division of **Transportation Investment Management** consolidated planning and program management functions for the department's modal programs -- state and local highways and bridges, transit, railroads, harbors, and airports -- within one division. Consolidation of the modal programs allowed for improved multi-modal solutions to transportation challenges. The reorganization also centralized the collection of pavement condition data and pavement management; streamlined the organizational structure of the existing bureaus; and increased emphasis on economic development functions and traffic forecasting functions.

DTIM's new organizational structure includes the Bureaus of Planning and Economic Development, State Highway Programs; Transit, Local Roads, Railroads and Harbors; and Aeronautics.

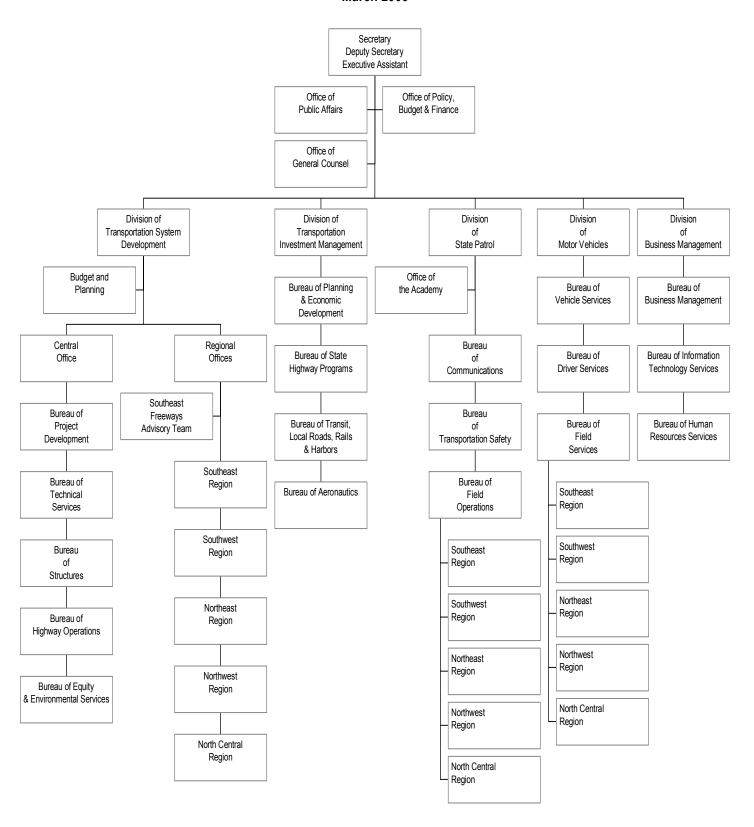
The Division of Business Management reorganization consolidated financial services and management services to centralize bill payment and contract delegation responsibilities in the department. The reorganization also centralized administrative services in Madison by consolidating staff performing human resources functions throughout the agency and regionalized administrative functions across the rest of the state. In addition, the Bureau of Automation Services was reorganized to consolidate staff and provide flexibility in the assignment and management of application development and infrastructure. The new organization consists of the Bureaus of Business Services: Information Technology Services; and Human Resource Services.

The reorganization of the Division of State Patrol strengthened central office control of policies, procedures, and field operations to ensure consistent program implementation; eliminated one bureau; reduced seven districts to five regions; and consolidated administrative functions in central office. It also relocated the Chemical Testing Section and a newly-created Motor Carrier Inspection Section with other behavioral safety programs in the Bureau of Transportation Safety. The new organizational structure includes the Bureaus of Field Operations; Communications; Transportation Safety; and the Office of the Academy.

The organizational changes to the Division of Motor Vehicles reduced the number of field districts from seven to five regions; centralized decision-making processes; streamlined administrative functions; reduced management staff, and facilitated consistent program planning and implementation. This allowed DMV to better

provide consistent and efficient motor vehicle services to its customers. The new organization consists of the Office of Program Operations; and the Bureaus of Vehicle Services; Driver Services; and Field Services.

WisDOT Organizational Structure March 2005



Division of Transportation Investment Management

The mission of the Division of Transportation Investment Management is to plan and program the use of resources to achieve a safe, effective and efficient inter-modal transportation system. DTIM is committed to fostering internal and external partnerships, increasing efficiencies, and improving transportation safety.

2005-2007 Goals

Long-range State Transportation
Planning. DTIM will finalize the new longrange transportation plan, Connections
2030, and begin development of individual
long-range corridor management plans for
several key corridors in the state.

Metropolitan Studies. DTIM will continue to participate with local governments in the completion of environmental and preliminary engineering studies for commuter rail services in Dane County and between Milwaukee and Kenosha.

Transportation Economic Assistance Program. Diversify the portfolio of communities receiving financial assistance to include targeted low and moderate income and rural communities in the state. Also, continue to monitor the wages offered by grant recipients to provide a living wage and other benefits for their employees.

State Highway Programs. Facilitate maximizing the benefit of expenditures of highway improvement, with respect to departmental policies and objectives. This includes managing the Backbone and Majors Programs, and facilitating both resource allocations and financing of the State Highway Rehabilitation Program.

Coordinated Public Transit – Human Services Transportation Plan. Develop and adopt federal and state criteria, provide guidance, and implement approval process for locally coordinated public transit - human services transportation planning aimed at providing more complete and efficient public and specialized transportation options throughout the state. The transportation reauthorization act, SAFETEA-LU, requires recipients of Section 5310, 5316, Job Access and Reverse Commute (JARC), and 5317 New Freedom to participate in the planning process.

Socioeconomic Impact Analysis - Phase II. A study of the socioeconomic impact of public transportation to healthcare, education, and private sectors was completed in 2003. Phase 2 of the study involves updating Phase 1 results and developing a comprehensive benefit-cost analysis framework for use by WisDOT staff and transit providers to evaluate various fixed-route transit systems.

Airport Notification System

Development. This system will deliver clear and timely aviation security messages to airport managers and staff throughout the State of Wisconsin. The Wisconsin Airport Notification System will be an automated calling system utilized by BOA to contact all public use airports by phone, fax, and email. By introducing automation to this process, we will reduce the notification time from 4 hours down to 15 minutes. The messages needing dissemination originate from the Federal Aviation Administration (FAA), The Federal Department of Homeland Security, and the Transportation Security Administration.

Aeronautic "Internet" Bidding. Carry out "pilot" projects to allow contractors to submit electronic bids for airport contracts. This system reduces contractor overhead costs and Bureau of Aeronautics staffing requirements to accomplish and process monthly bid lettings.

Web Based System to Replace the Airport Information Management System (AIMS). Development of the Web-based system will allow aviation customers to access airport information and possibly be able to register their aircraft on-line. This self-service process will allow 24/7 availability to aviation information and reduce BOA staffing requirements and costs now needed to perform the non-electric distribution process.

Division of Transportation System Development

The Division of Transportation System Development ensures the efficient delivery, maintenance, and operations of the State Trunk Highway (STH) system. DTSD provides uniform direction in planning, design, and construction phases of project delivery as well as improving the safety and efficiency of the STH system. The division also provides leadership in the protection of public interests and resources through public and local interactions.

The division consists of five statewide bureaus and five regional offices. The statewide bureaus advise the regional offices as well as other divisions regarding engineering, economic, environmental, and social standards, policies, and practices. DTSD also monitors the quality and efficiency of the department's various programs and assures compliance with federal and state laws and regulations.

The five regional offices manage the operation and development of 12,000 miles of state highways. They also participate in the development, management, and implementation of local road and non-highway transportation projects as well as maintain working relationships with local units of government. Finally, regional offices represent the department in any local and regional planning efforts and also represent local and regional needs in departmental processes.

2005-2007 Goals

Service to the Public. The division's top priority remains providing the most important transportation services - planning; project delivery; operations and maintenance; and assistance to local

governments - in a fiscally constrained environment.

Resource Management. The newly formed division will be focused on developing appropriate management tools such as performance measures, operating budget procedures, position management plans, project management, and modeling of work demands with available resources. These tools are necessary to efficiently manage and distribute staff and financial resources to meet department goals.

Implement Reorganization. Define roles and responsibilities for the new division including accountability and authority. Other activities include: developing and implementing strategies for involving staff in the new structure; providing support and training opportunities for staff impacted by reorganization; and, establishing the centralized governance model.

Project Management. Assist and support Transportation Project Management System efforts by training staff, designing and developing relevant project management reports, being accountable for inputting information into the system, and establishing performance goals.

Security of the System. Identify needs and resources for security enhancements. Specifically, this should include: developing and implementing security strategies and program planning; training appropriate staff in Incident Command Structure philosophy; and working together with our partners to provide consistent statewide application of our security initiatives, like utilizing Intelligent Transportation Systems tools and other resources.

Division of Business Management

The Division of Business Management provides services for other divisions in WisDOT. The Bureau of Business Services is responsible for overseeing facilities, risk, safety, purchasing, fleet, fiscal services, research and communication support.

The Bureau of Information Technology Services uses information technology solutions to enable the department to provide quality, efficient and effective services for its customers.

The Bureau of Human Resources Services is responsible for labor relations, employee assistance, payroll, training, and personnel functions such as staffing, classification, compensation and employee development.

2005-2007 Goals

Minority Business Enterprise (MBE)

Program. The division will work to bring additional attention to this program, building on past successes employed by the Disadvantaged Business Enterprise Program. By working cooperatively with the Department of Administration and the Department of Commerce, we expect to secure additional contracts with MBEs that will create significant savings for the state, while also expanding the opportunities for Wisconsin's small businesses.

Amtrak Station. DBM will be working with the city of Milwaukee on the transformation of the outdated Amtrak station into a landmark building that will house Amtrak's rail connection and Greyhound Bus service. This \$15.2 million renovation plan, scheduled to begin in April 2006, will employ a combination of federal, state and local funds.

Partnership with Department of Administration. DBM will continue to work closely with the Department of Administration to ensure that WisDOT remains an efficient partner in critical state government operations. Goals for this partnership include streamlining procurement, improving asset management, consolidating full time equivalent positions, and addressing aging information systems that support key administrative functions.

Agile IT System. The division's Bureau of Information Technology Services is working to create an agile IT organization. The critical components of this system will be rapid resource deployment strategies; a responsive IT portfolio prioritization process; and infrastructure designed to change.

Reorganization Oversight. The division will continue its work in monitoring the status of WisDOT's reorganization to ensure the department is efficiently responding to the state's transportation needs and priorities.

Division of Motor Vehicles

The mission of the Division of Motor Vehicles (DMV) is to provide professional, high quality vehicle and driver related services. The division improves safety by promoting responsible driving and regulating the use of vehicles; advances the orderly movement of people and property through licensing, registration and permitting; and provides driver and vehicle data essential for government and business by creating and supporting a statewide information system. DMV protects consumer interests by regulating driver and vehicle transactions and related industries and provides resources for state and local transportation needs through the collection of revenue. The division is the "front door" of WisDOT, with over 11 million public contacts each year.

2005-2007 Goals

Retirement of Legacy Computer

Applications. Using process modeling and re-engineering, DMV will complete the following projects in order to retire the division's legacy File Handler system:

- Driver License Reinstatement
- Driver License Inquiry
- Miscellaneous File Handler Reports

Alternative Service Delivery

Mechanisms. The division will implement new applications that provide cost effective service delivery alternatives to our customers, including:

- E-MV11, a Web-based title and registration data entry system for motor vehicle dealers.
- Electronic transfer of unpaid parking citation information from municipalities.
- An automated Employer Notification program related to commercial driver licenses.
- Electronic Certification of Driver Records for use by the judicial system.

 E-MV1, a web based title and registration application form and process for private vehicle sales.

Implement Legislation (state and federal):

- In cooperation with the State Elections Board and the Social Security Administration, implement the provisions of the Help America Vote Act (HAVA) of 2002 by January 2006.
- Form implementation team to provide detailed analysis of the requirements associated with the REAL ID Act of 2005 (PUBLIC LAW 109-013); provide input during federal rulemaking process; identify related biennial budget issues and required legislative and administrative rule changes in order to be in compliance by May 2008.

Telecommunications. DMV will explore and implement improvements in the telecommunications system including:

- Additional interactive voice response (IVR) applications that use database lookups to respond to customer calls, including voice recognition.
- Issue a request for purchase (RFP) to secure professional services for revisions to the DMV telephone menu and associated scripts.

Fraud Detection and Deterrence.

The division will strengthen efforts to both detect and deter fraud by:

- Securing federal funds to:
 - Acquire document verification devices at DMV's busiest stations.
 - Hire a one-year project position to combat residency fraud in southeastern Wisconsin related to the issuance of commercial driver
- Implementing facial recognition procedures during the issuance of driver

- licenses and photo ID cards to reduce identity theft.Establishing internal audits of system overrides.

Division of State Patrol

The Division of State Patrol promotes highway and public safety by providing and supporting professional, competent, and compassionate law enforcement and traffic safety services.

The Bureau of Communications provides engineering and technical support for voice and data communications systems employed by the State Patrol and other law enforcement agencies.

The Bureau of Field Services oversees the traffic and law enforcement services provided by the five regions. It also provides support for the division's homeland security, highway criminal interdiction and other highprofile initiatives.

The Bureau of Transportation Safety administers a variety of traffic safety programs and now manages inspections of commercial motor vehicles, ambulances and buses. It also now is responsible for the breath-alcohol (chemical testing) program.

Each of the five State Patrol regions has a post (headquarters) with a communications center for dispatching troopers and inspectors. The geographically large Southwest Region and Northwest Region each have two posts with their own communications center to serve the highway safety requirements of their areas of responsibility.

2005-2007 Goals

Reduce Fatalities and Improve Traffic Safety. State Patrol is vigilant in its duty to protect the lives of motorists. The goal for 2005-2007 is to reduce the number of fatal, serious injury and property damage crashes from the previous three-year average. With the restoration of 10 sworn officer positions, the State Patrol will hire a new recruit class of officers who will help bolster a law enforcement presence on Wisconsin

highways. The State Patrol also will use all available resources, including funding from the National Highway and Traffic Safety Administration, to increase safety belt use in Wisconsin from the current 73% to the national average of 80%.

Breath Alcohol Testing. The Bureau of Transportation Safety Chemical Testing Section will use \$448,800 in program revenue for the biennium to replace Intoximeters and simulators that support the breath alcohol-testing program along with \$88,400 in increased program revenue for the biennium to fund the program's growing costs.

Communications and Data Collection Improvements. Portable communications equipment for all State Patrol officers will be replaced. Computer Aided Dispatch (CAD) will be implemented at the seven communications centers, and the Internet Protocol for the Mobile Data Communications Network, now used by 165 agencies, will be deployed. Tower sites will continue to be rebuilt and the microwave infrastructure improved to expand coverage and provide greater officer safety. Efforts to plan and build interoperable communications systems for law enforcement will be supported.

The State Patrol will implement Traffic and Criminal Software (TraCS), an automated reporting system, that includes electronic forms for crash reporting, citations, and warnings.

Motor Carrier Safety and Enforcement Activities. For the safety of all motorists, State Patrol will continue to coordinate the MCSAP and Size/ Weight Programs. Two prime areas of concentration will be data analysis and advances in technology. This initiative will include developing a barcode reader that can be used on the roadside for greater speed and accuracy in data collection. With the mobile ASPEN system, inspections will be electronically uploaded at the time of inspection. With MCSAP's unique software and programming needs, IT issues will be handled within the division. Wisconsin is currently the only state using the Performance-Based Brake Tester at a Safety and Weight Enforcement Facility. Because of favorable experience with this device, units will be added to future SWEFs. PrePass will also be incorporated into new facilities planned for Beloit, Madison, and Superior. State Patrol also will continue its judicial outreach so that the gravity of motor carrier citations are understood, fairly weighted, and taken seriously within the judicial process.

Department-wide Flexible Work Schedules

The department presently has 488 different work schedules used by its 3,127 full-time employees. These schedules allow employees to adjust their starting and leaving times and lunch breaks flexibly. They also allow three- and four-day workweeks for some employees.

The department's 156 permanent part-time employees use another 148 different work schedules. These range from 0.3 to 0.95 FTE.

Finally, the department hires 15 seasonal employees annually to meet short-term needs.

For More Information

www.dot.wisconsin.gov

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Southeast Region

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